

# Joint Study Session Planning Board and City Council Jan. 24, 2017

**OUR LEGACY.  
OUR FUTURE.**

**BOULDER VALLEY COMPREHENSIVE PLAN**

*Photo: Christopher Brown, 2004*

# PURPOSE AND AGENDA

**Purpose:** Provide update and seek feedback to narrow options.

- **Quick Overview**
- **Part 1 – Survey**
- **Part 2 – Land use related and policy changes**
- **Part 3 – CU South suitability**
- **Part 4 – Wrap up/Next Steps**

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# PART 2 – LAND USE/POLICY QUESTIONS

Do you agree with moving forward with the following **Land Use Related Map?** (pp. 6-10, **Attachment B**) and **Policies?** (pp. 11-13)

1. Expand opportunities for housing in light industrial areas.
2. Expand opportunities for housing in the Boulder Valley Regional Center and 28<sup>th</sup> Street; slightly reduce nonresidential potential.
3. Extend the 2015 building height modification ordinance.
4. Following plan adoption (Action Plan items – Area Plans).
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7. A new policy – Affordable Housing for Change in Zoning.
8. New descriptions and criteria for Subcommunity and Area Plans



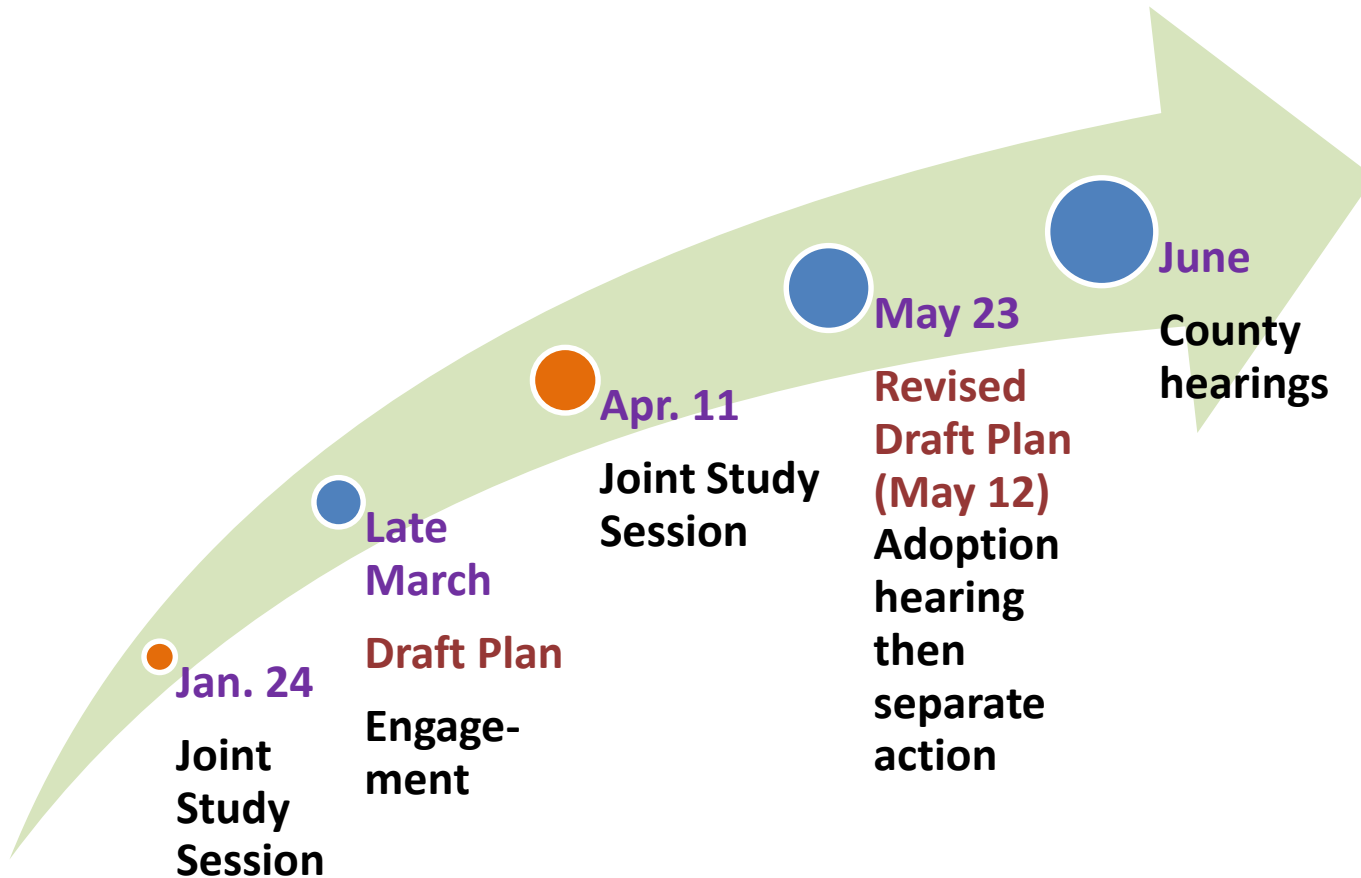
# PART 3 – CU SOUTH QUESTIONS

Do you agree that staff should move forward with a BVCP land use change for the CU South property, assuming part of the site will be for flood mitigation, part will be for development, and part will be for conservation, open space, or recreation?

If so (and time permitting), what suggestions do members have about:

- A. Different areas of the site for conservation or development?
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# MAJOR “NEXT STEPS” TOWARD DRAFT PLAN



# SUMMARY OF COMMUNITY INPUT



## Phase 2:

*Learning what the community loves about Boulder and what the biggest issues for the future are*



## Phase 3—Analyze and Update Plan Policies and Maps (June 2016 - Jan. 2017)

*Working with the community to narrow the focus areas and developing choices for the plan update*



# PHASE 3 - ENGAGEMENT BY THE NUMBERS

- Approx. 1,900 people
- Plus, weekly emails to 5,400 people, social media and website, boards and commissions



# DATA AND INFORMATION

- ❑ **Background Resources:**
  - Trends Report
  - Projections
  - Profiles
  - Fact Sheets
  - Story Maps



[WWW.BoulderValleyCompPlan.net](http://WWW.BoulderValleyCompPlan.net)





# Part 1—2016 Survey Results

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*Photo: Christopher Brown, 2004*





# Part 2—Land Use Approaches

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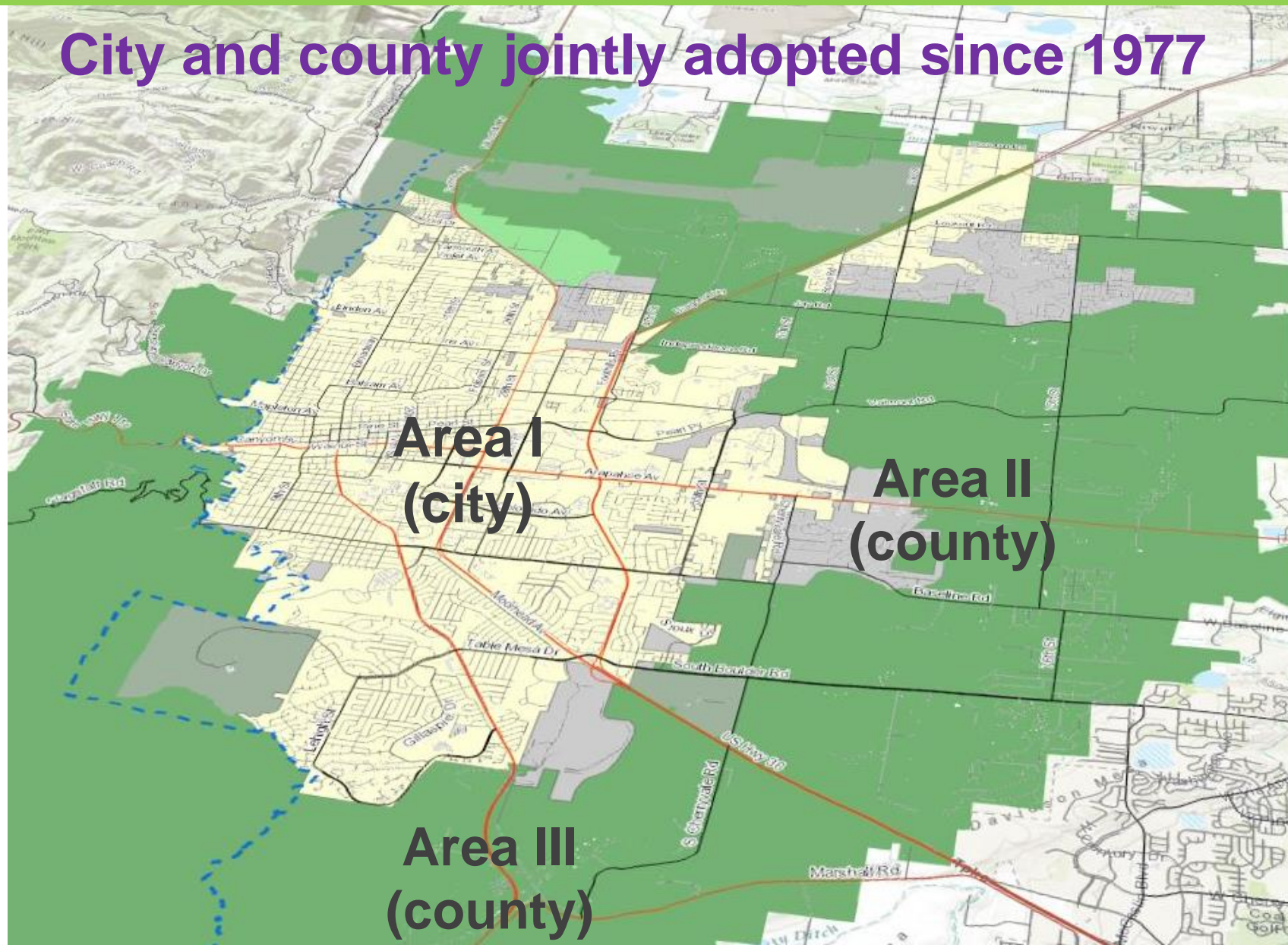
**BOULDER VALLEY COMPREHENSIVE PLAN**

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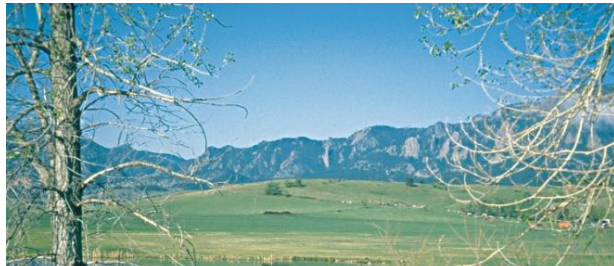


# A PLAN FOR BOULDER VALLEY

City and county jointly adopted since 1977



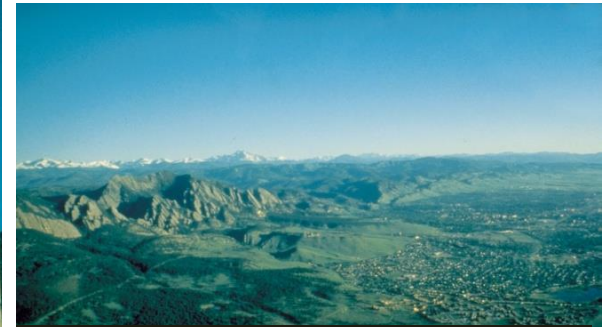
# MAJOR UPDATE CARRIES FORWARD LONG-STANDING CORE VALUES



**STEWARDSHIP,  
CLIMATE ACTION**



**COOPERATION**



**COMPACT, CONTIGUOUS**



**ALL MODES  
TRANSPORTATION**



**INCLUSIVE, VIBRANT**



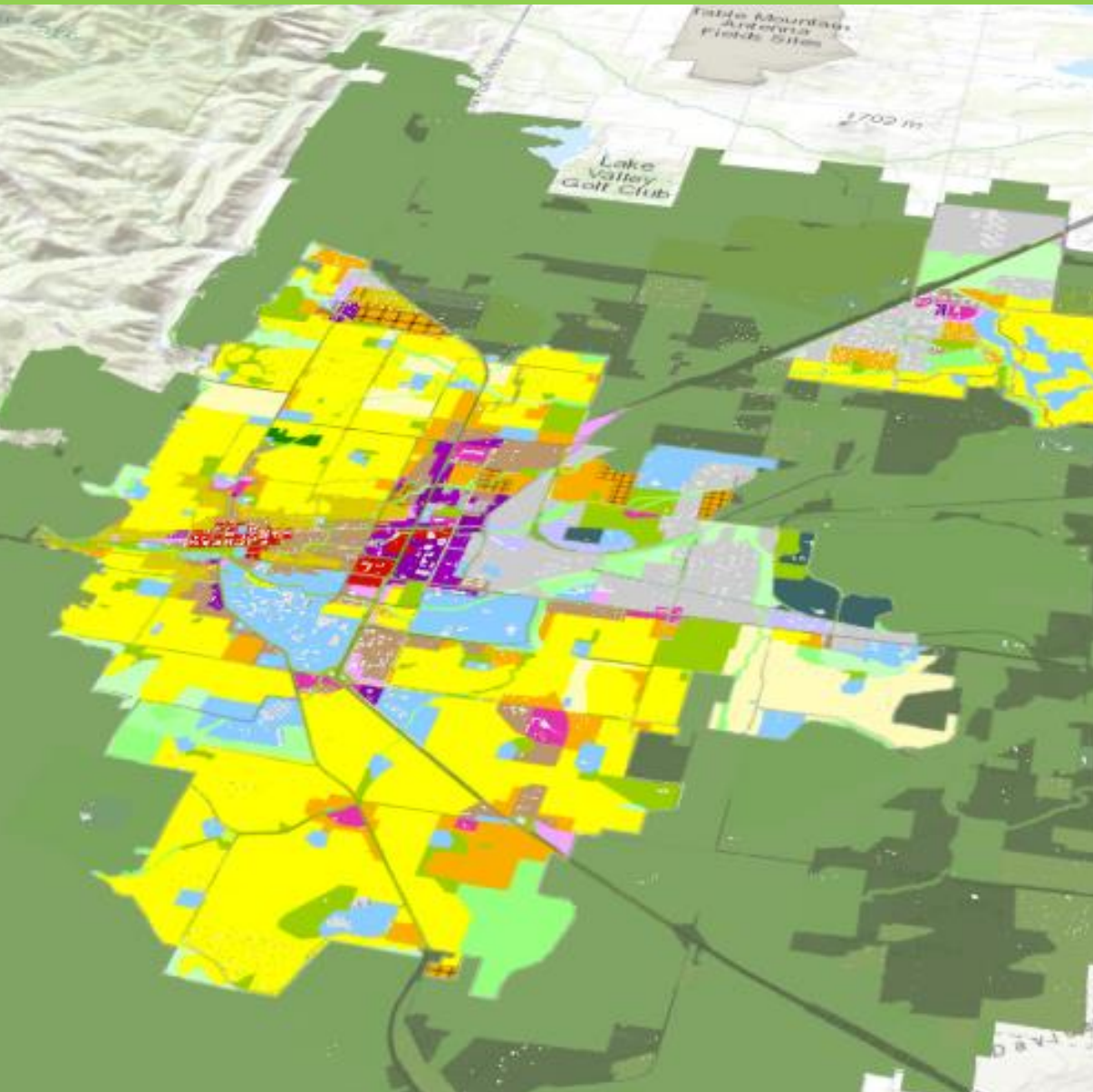
**GREAT  
NEIGHBORHOODS**



# PLAN'S HIGH LEVEL DIRECTION



# LAND USE DESIGNATIONS/ MAPS



## Implementation Through Land Use Code

Boulder Valley Comp Plan

Area I, II, III, Annexation

Land Use Map

Zoning

Site Planning

By-right or  
site review of  
development  
project



# CHANGES TO MAP/POLICIES

- **Consider 40+ years evolving**
- **Address community needs**
- **Based on analysis**
- **Collaborative**



# LAND USE RELATED OBJECTIVES

## *Related to land use and policy changes:*

1. Maintain core values
2. Provide for a diversity of housing while protecting
3. Improve transportation
4. Better balance jobs and housing and mix uses, somewhat reducing nonresidential growth potential in certain areas
5. Address resilience and climate change
6. Maintain a healthy economy, etc.





# CITYWIDE SCENARIOS

*Designed to: Test land uses and tradeoffs about housing and non-residential uses; mix and match*

**A. Current Policy**

**B. Current Policy + Focus on Centers and Corridors**

**C. Current Policy + Focus on Light Industrial Areas**

**D. Nonresidential Growth Management**

and a  
Hybrid “E”



# SCENARIO A: CURRENT POLICY

## Baseline Scenario – If we change no policies or land use

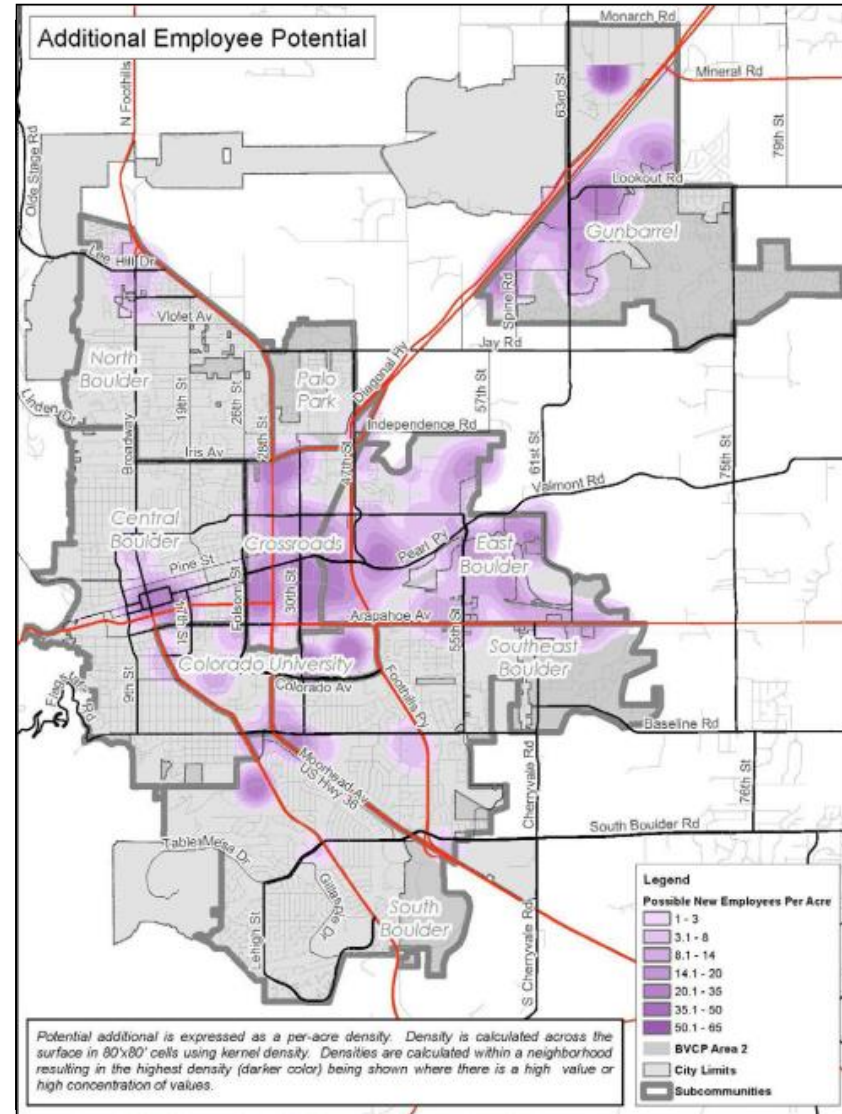
**2015:**  
**51,450 dwelling units;**  
**101,430 jobs**

### Housing

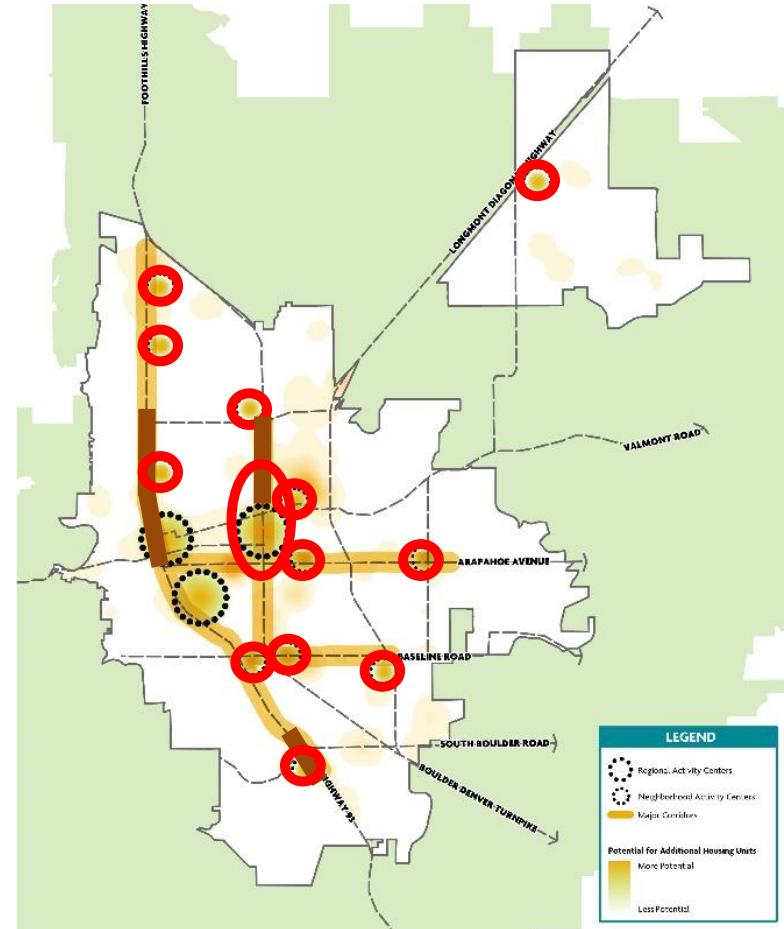
**+ 6,750 new residential units = 58,200**

### Jobs

**+ 56,000 jobs = 156,000**

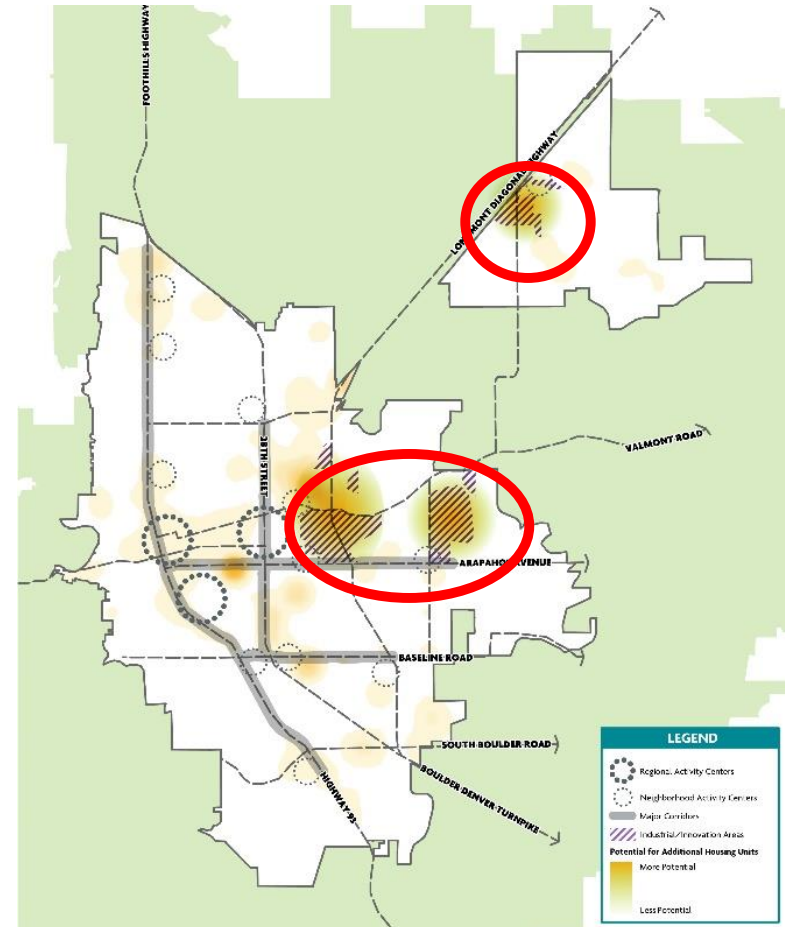


# SCENARIO B: CURRENT+CENTERS AND CORRIDORS





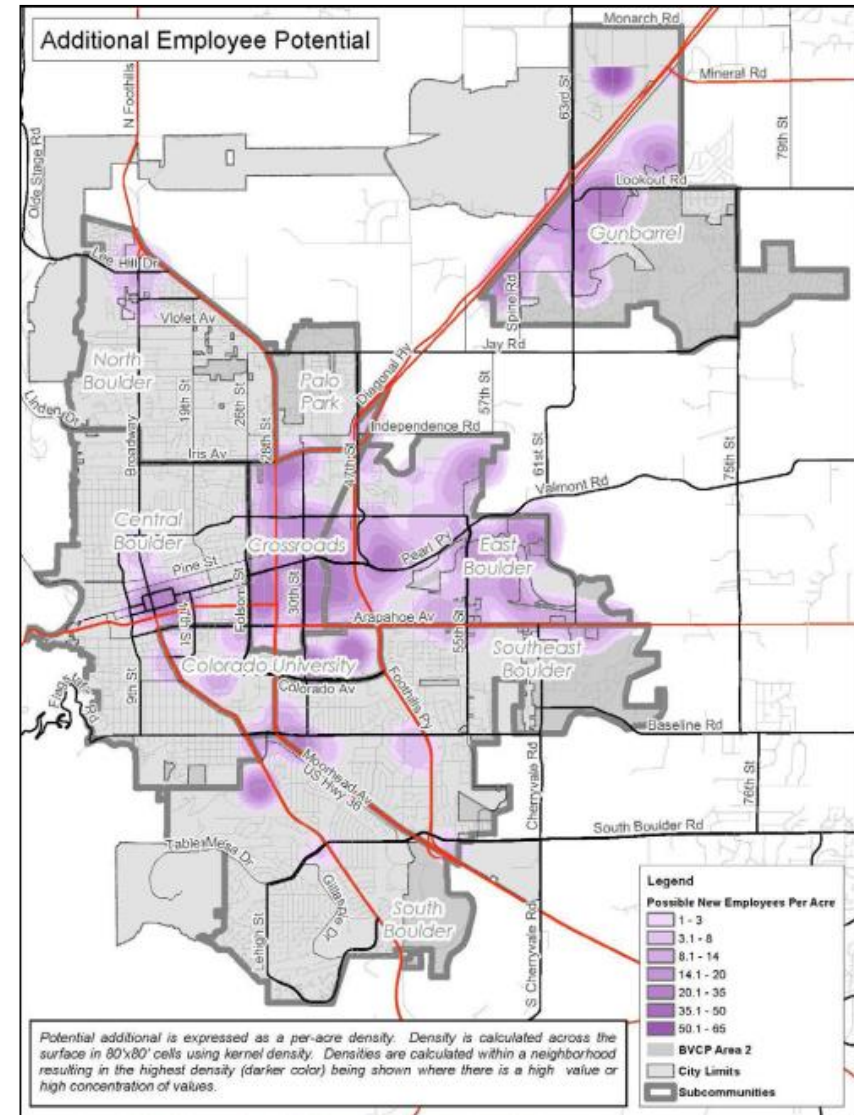
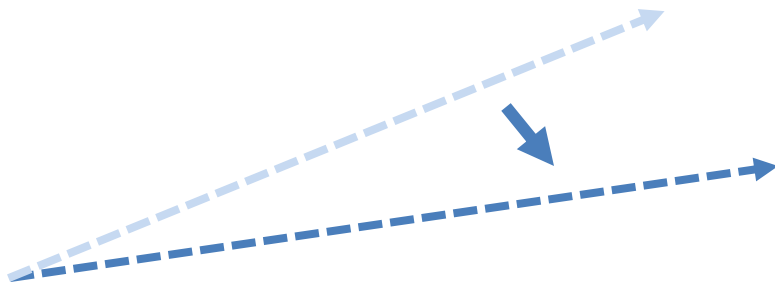
# SCENARIO C: CURRENT + LIGHT INDUSTRIAL AREAS





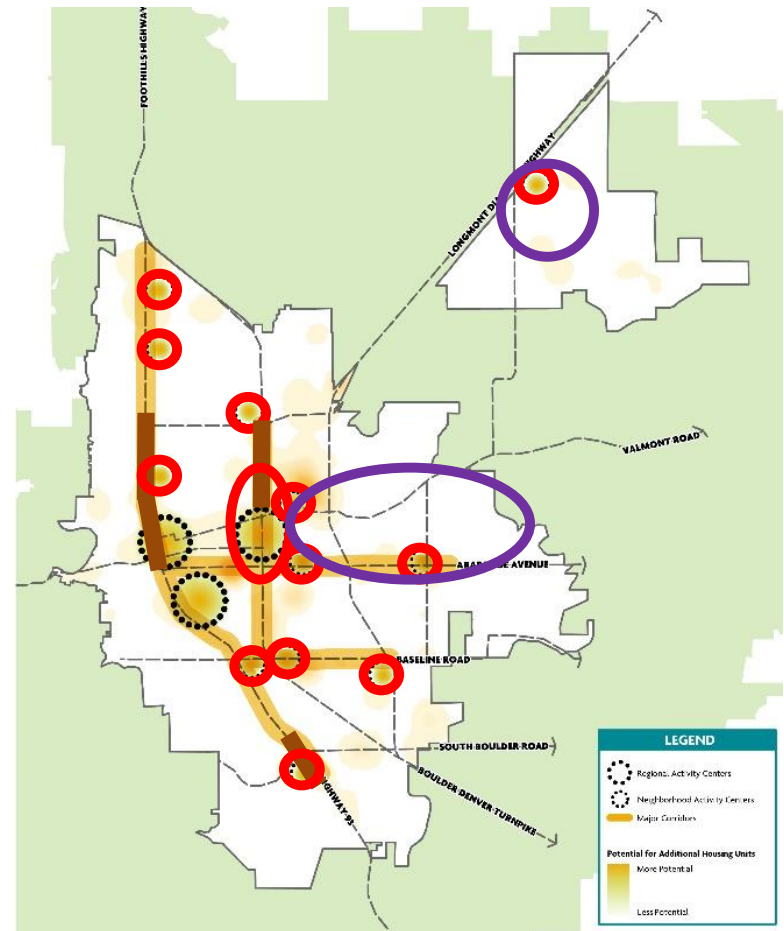
# SCENARIO D: NON RESIDENTIAL GROWTH MANAGEMENT

Slow the rate of growth of commercial/industrial development (e.g. maximum 1% per year)



# A HYBRID (B, C, D)

New housing in centers,  
corridors + some parts of  
industrial areas while  
reducing non-residential  
uses more



# SCENARIOS – COMMUNITY INPUT

## Some positive

- Scenario B: affordable housing opportunities outside of neighborhoods and in walkable centers
- Scenario C: for housing in industrial/innovation areas, with some reservations about business vitality
- Scenario D: support for zoning changes to reduce jobs as well as pace commercial growth

## Some negative

- Scenario B: more housing along residential corridors

# INITIAL ANALYSIS

1. Mix of strengths, weaknesses relative to different objectives
2. Achievable (e.g., utilities)
3. Implementation critical and dependent on community goals

## OUR LEGACY. OUR FUTURE.

BOULDER VALLEY COMPREHENSIVE PLAN

Initial Scenarios Analysis — Dec. 9, 2016

Scenarios	A	B	C	D	E
	Current Policy (Zoned Capacity)	+ Housing in Centers and Commercial Cor.	+ Housing in Industrial/Innovation Areas	Commercial Growth Management (2040)	Combined B and C (+ housing, + jobs)
<b>INDICATORS</b>					
<b>Housing and Livability</b>					
Balance jobshousing (Ratio – jobs: dwelling units) (Source: City of Boulder (City), Nelson Nygaard)	2.76	2.46	2.46	2.34	2.22
Possible new housing units (City)	6,750	10,400 to 12,900	10,400 to 12,900	6,750	Up to 16,570
Range of types and affordability of dwelling units (assuming 20% affordable for current policy and 40% for new scenarios) (City)	1,150	1,850 to 2,460	1,850 to 2,460	1,150	3,930
<b>Transportation</b>					
New housing units near services, destinations, transit (Nelson Nygaard)	21%	81%	65%	21%	64%
New housing dwelling units in areas with high street connectivity (Nelson Nygaard)	72%	72%	62%	72%	64%
New housing units within ¼ mile of transit – Community Transit Network (CTN) (Nelson Nygaard)	65%	79%	65%	65%	71%
Vehicle Miles Traveled (VMT) – relative comparison (Nelson Nygaard qualitative)	OK	Better	Better	Better	best
New dwelling units within access districts (ability for Transportation Demand Management and managed parking) (Nelson Nygaard)	16%	46%	35%	16%	56%
<b>Environment and Energy</b>					
Acres of city open space lands maintained (no loss all scenarios) (City)					
Greenhouse gas emissions from transportation (related to VMT) (Nelson Nygaard, Integral Group)					
<b>Economic</b>					
Number of future new jobs based on changes to nonresidential lands (City)	56,000	\$2,400	\$2,900	19,020 (2040)	46,800
Fiscal impact to general fund (Ratio of revenues to expenditures) (City, Keyser Marsten based on qualitative research)					
<b>Safety and Infrastructure</b>					
Water and wastewater level of service (City utilities in initial exploration)					

**Key:**     Least favorable     Moderately favorable     More favorable

Other topics for further evaluation or policy development:

- Location of dwelling units within ¼ mile space and trails (GIS analysis)
- Location of dwelling units within ¼ mile schools and other community facilities (health, government) (GIS analysis)
- Location of new units in or within ¼ mile of neighborhoods (GIS analysis)
- Location of new units related to fire station and ability to serve
- Renewable energy generation (policy development)
- Building energy use (Building Code)
- Commercial and small business retention and affordability (policies)



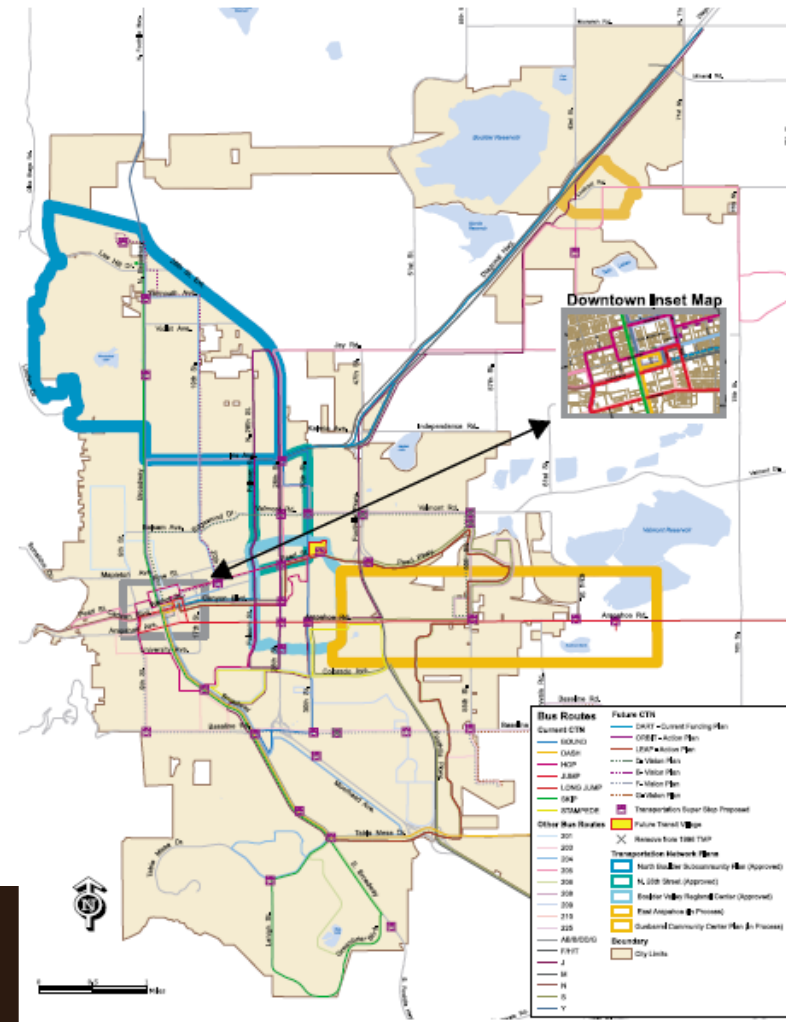
# TRANSPORTATION



# TRANSPORTATION MASTER PLAN



- 1. Land use/urban form matters for travel choices** (e.g., mixing intensities along corridors and in centers can reduce local congestion, improve mobility, reduce Ghgs).
- 2. Other local and regional transportation planning underway (TMP)**

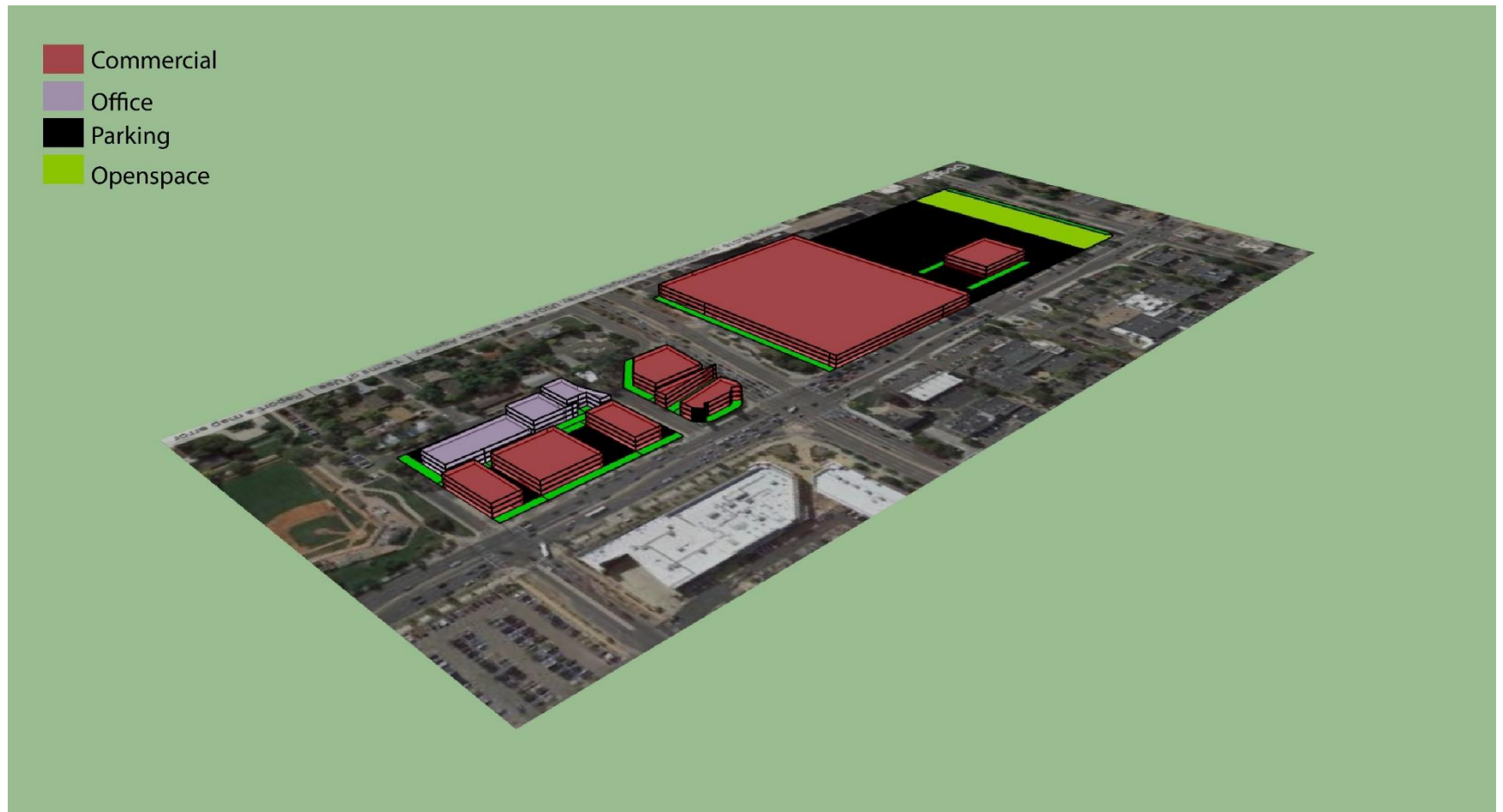


# HOUSING AFFORDABILITY

Closing the gap –  
Inclusionary housing  
policies necessary to  
ensure that any new  
units are affordable

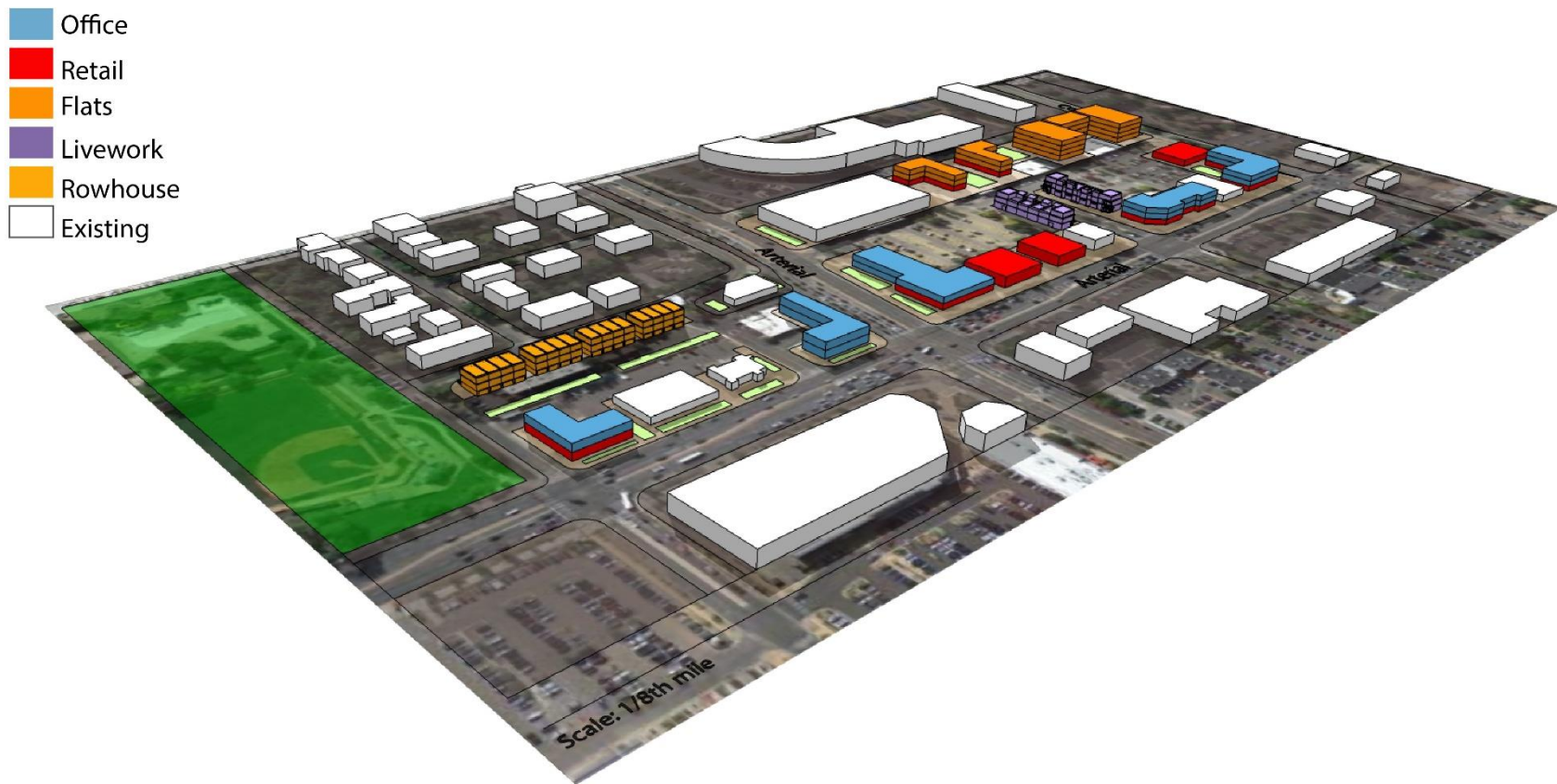


# PROJECTION MODELING – CITY ENGINE





# SITE LEVEL MODELING



# FUTURE MIX AND CHARACTER

## What's appropriate:

- Heights
- Mix of uses
- Scale, setbacks
- Transitions to residential areas
- Arts and cultural amenities
- Public spaces and streetscape
- Connections and access
- Other features (energy generation)



# LIGHT INDUSTRIAL/INNOVATION AREAS

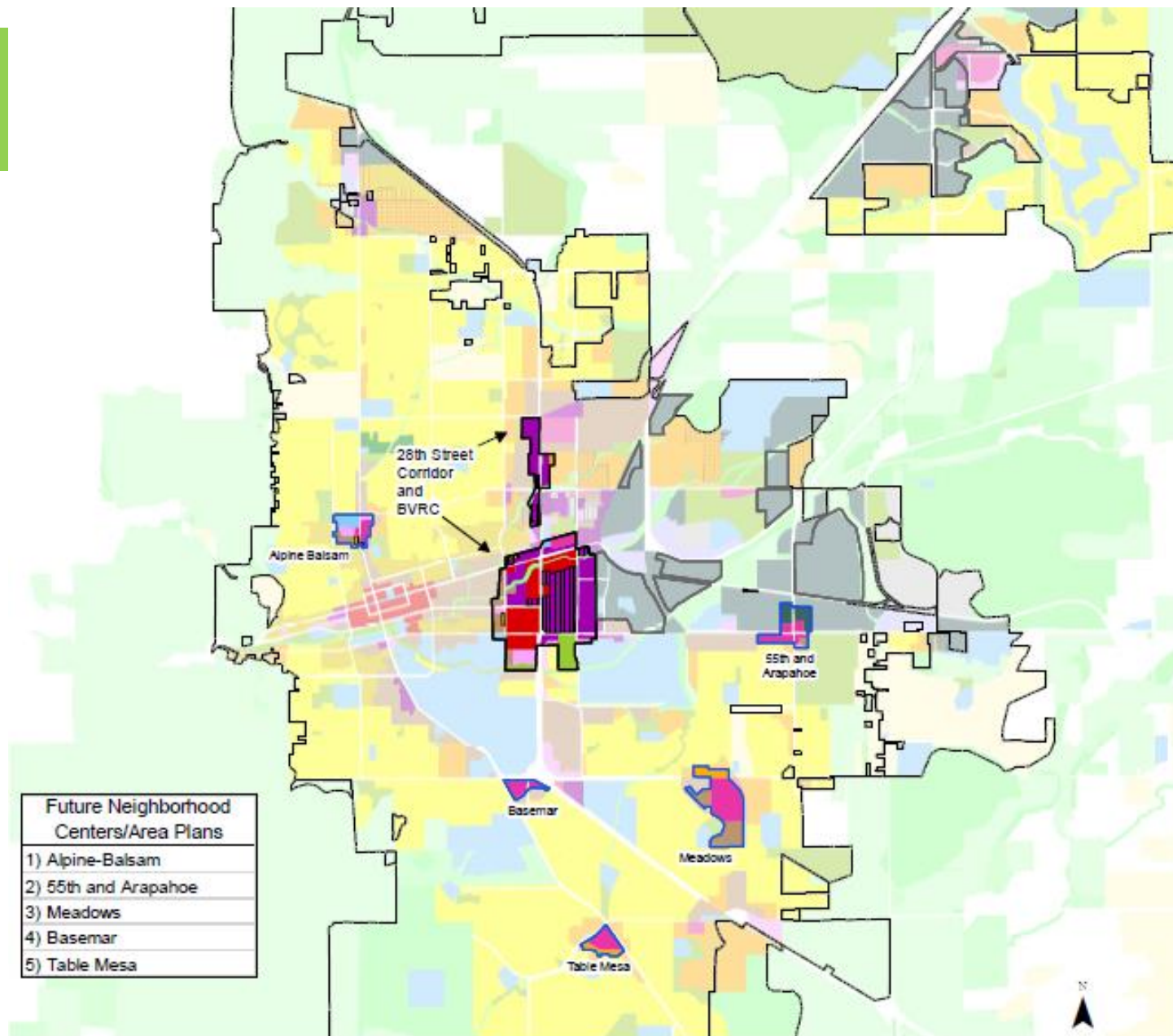
## Draft design principles:

- Amenities, mix of uses
- Preservation and reuse
- Transportation connections
- Meaningful public realm
- Parking not dominant
- Low-impact design/  
green infrastructure





# STUDY AREAS



# 1 – LIGHT INDUSTRIAL AREAS

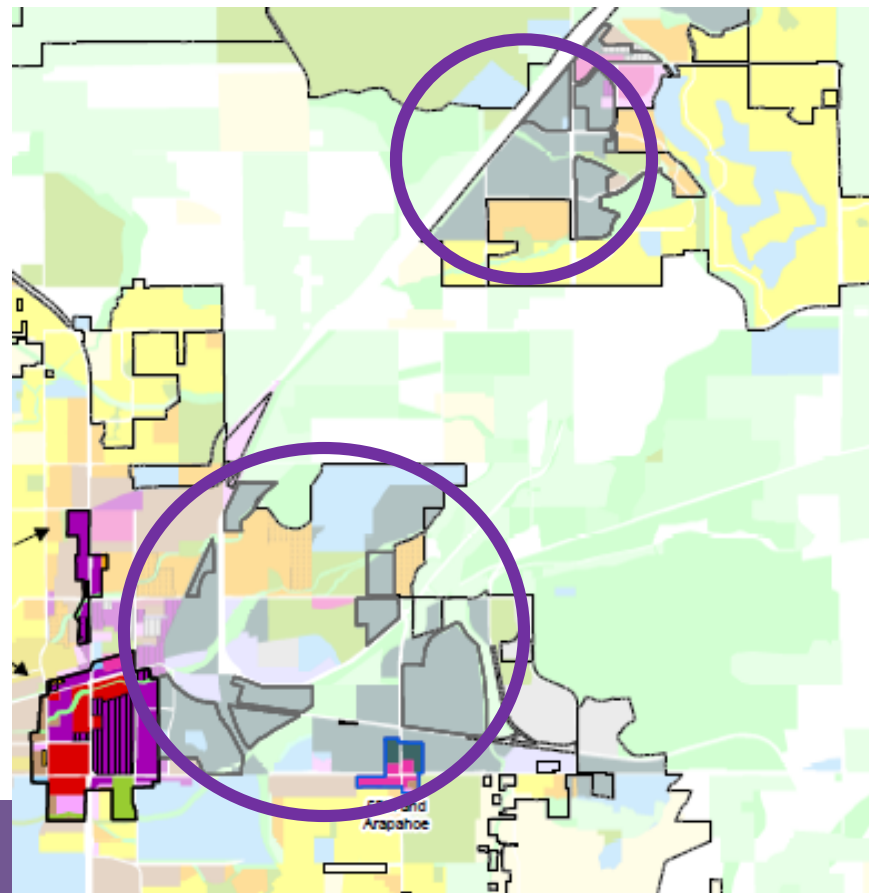
- *Objectives:*
  - **Allow more housing and retail where appropriate while maintaining current nonresidential use potential.**
  - Especially East Boulder has potential for new housing – if introduced thoughtfully.
  - Add housing, a richer set of amenities and services, and better infrastructure while maintaining unique character.

## Survey says:

79% support more housing in industrial areas.

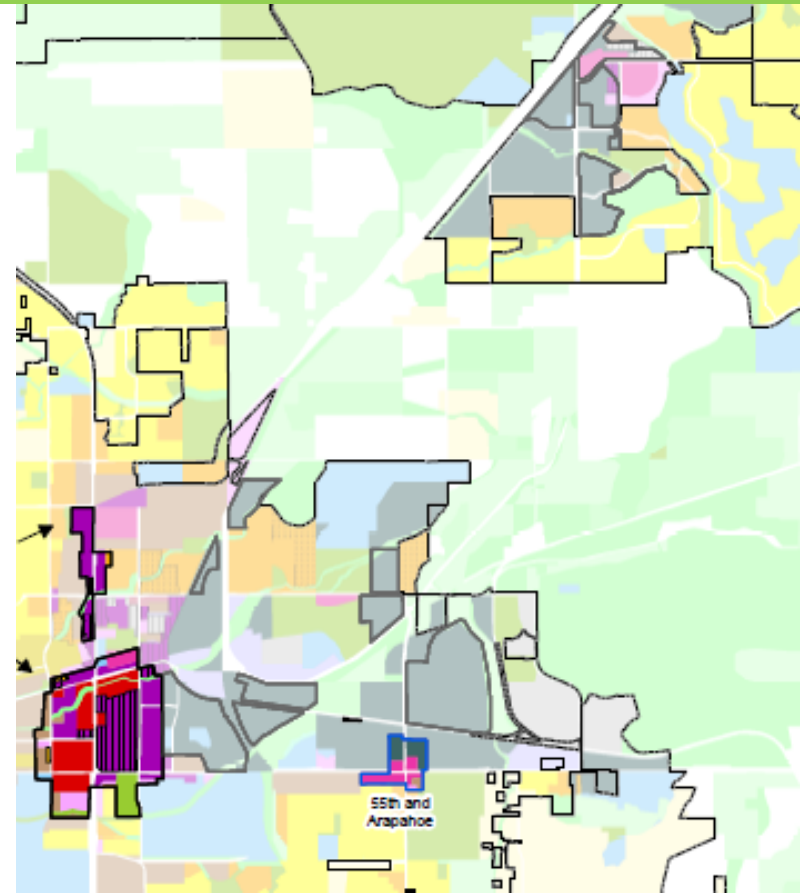
Split – 49% support reducing nonresidential potential.

84% support retaining and protecting services and industrial.



# 1 – LIGHT INDUSTRIAL AREAS

- *Approaches:*
  - a) \* **Modify the land use description and policies for the light industrial area; shortly after BVCP adoption amend the Land Use Code, (Residential Development in Industrial Districts)**
  - b) Apply “mixed use” light industrial.
  - c) Pilot land use change in a portion of the area.
- Additional engagement.
- Accompanying and supportive policies (e.g., community benefit, housing, small business)
- Infrastructure and transportation planning.



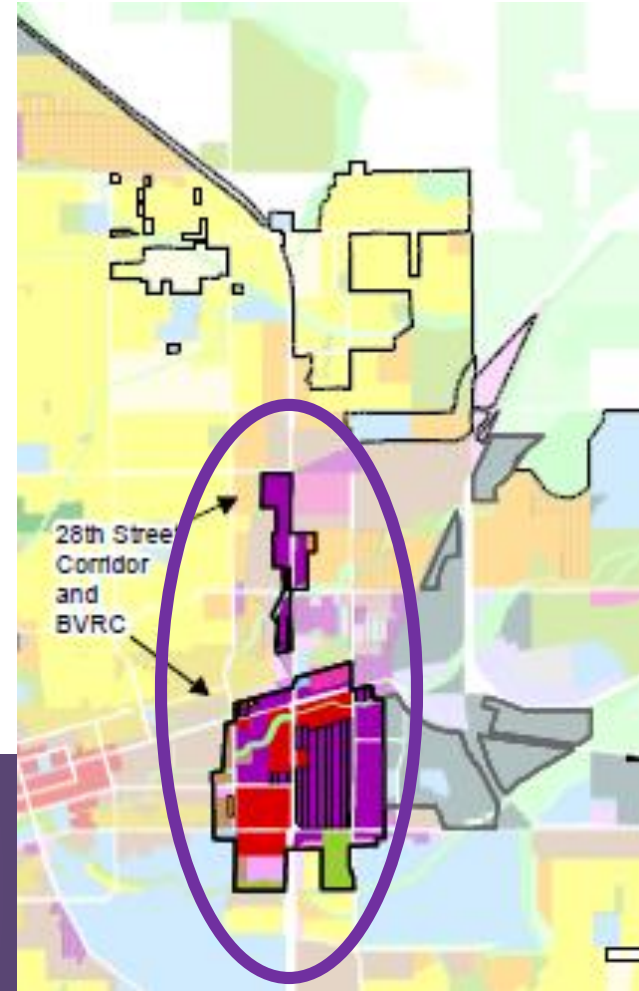


## 2—BOULDER VALLEY REGIONAL CENTER AND 28<sup>TH</sup> STREET

- *Objective:*
  - **Encourage or incentivize more housing opportunities and reduce nonresidential (upper floor office) potential, while maintaining retail potential.**
  - A lot of growth potential; housing could be mixed, centrally located.
  - Land use conversions could help improve balance of jobs/housing.

### Survey says:

68% support changes to support housing in BVRC. Split – 43% in favor of reducing nonresidential potential.



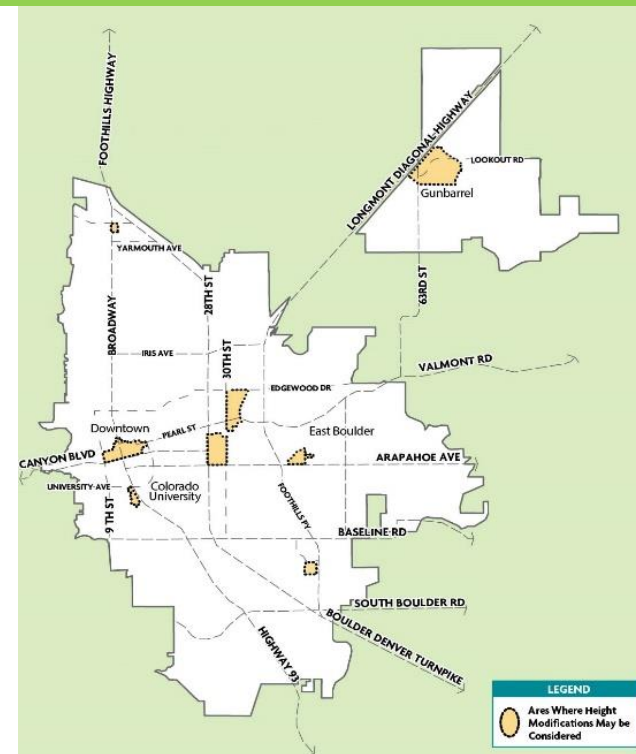
## 2—BVRC AND 28<sup>TH</sup> STREET

- *Different Approaches:*
  - a) Adjust Regional, General Business descriptions for more housing, active streets and places; after BVCP adoption, amend the LUC zoning district use tables and mix, incentivize housing and limit nonresidential (not limit retail), **and/or**
  - b) Apply Mixed Use Business to some lands and relevant zoning to encourage housing.
  - c) Combination – a and b.
- Additional outreach
- Accompanying policies (e.g., community benefit).



# 3—EXTEND HEIGHT ORDINANCE

- **Objective:** Allow higher intensity and taller buildings in select, transit-rich areas where planning efforts have resulted in the adoption of a plan or clear policy intent/benefit, such as provision of 40 percent permanently affordable housing.
- **Approach:** Extend/amend ordinance to allow taller buildings in certain locations or with community benefits.



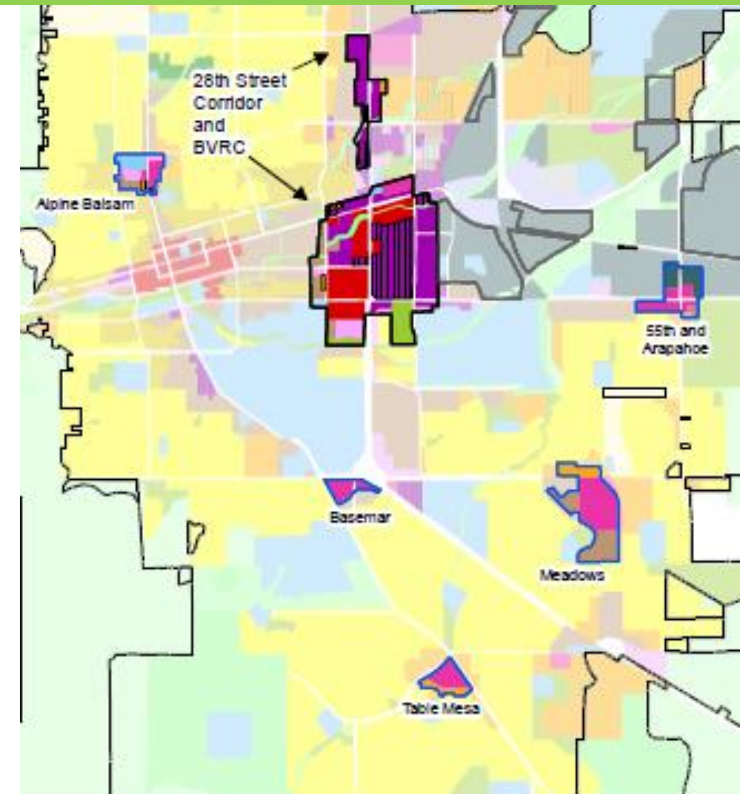
## Survey says:

49% support maintaining and enforcing heights in certain areas.



# 4– ACTION PLAN, NEIGHBORHOOD CENTER AREA PLANS

- Make better designed places with services and amenities in walking distance.
- Reduce nonresidential potential and add housing.
- Unique centers – area plans after BVCP adoption.
  - Alpine-Balsam (*underway*)
  - 55<sup>th</sup> and Arapahoe
  - Meadows
  - Base Mar
  - Table Mesa



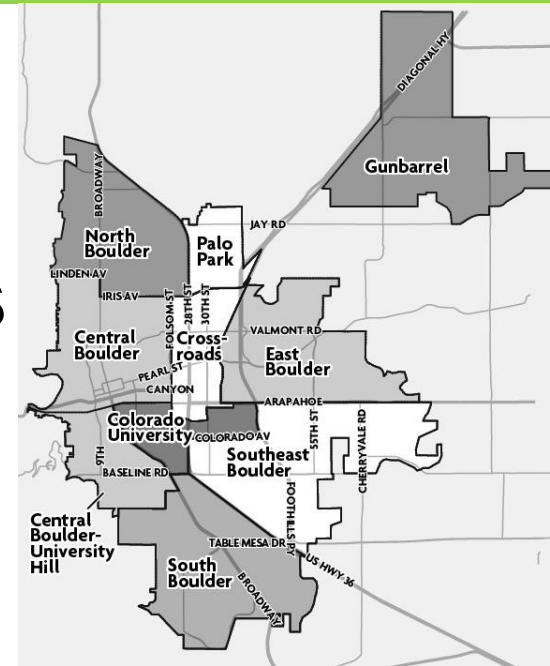
## Survey says:

70% support more housing in Neighborhood Centers.

59% support reducing nonresidential potential.

# 4– OTHER ACTION PLAN ITEMS

1. Prioritize other area plans/corridor plans
2. Regulatory land use changes
3. Residential infill pilot/study
4. Neighborhood plan pilot
5. Updated and expand subcommunity fact sheets



## Survey says:

62% support residential infill.

*Neighborhood improvements:* preservation of character (18%) and affordable housing (17%) and other items (transit, retail, etc.).





# Key Policy Updates



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# COMMUNITY BENEFIT

- Benefits the city would not ordinarily require of development
- Both developer and city achieve something of value that would not otherwise be achieved
- Voluntary
- Builds onto existing requirements (city has a number of requirements)

## Survey says:

55% OK with granting increases in height or intensity – 44% only if community benefits provided. Affordable housing highest rating benefit.

# NEW POLICY: COMMUNITY BENEFIT

- *Basic components:*
  - City regulations and incentives to ensure that new development provides benefits to the community beyond those otherwise required.
  - Include: affordable housing, affordable commercial space, spaces for the arts, community gathering space, public art, land for parks, open space, environmental protection or restoration, outdoor spaces, and other identified social needs.
  - May be identified through other planning or policymaking efforts of the city.

# **JOBS:HOUSING BALANCE**

- Community appears to support the current policy: “seeking opportunities to improve the balance of jobs and housing.”
- The pace of nonresidential growth is a concern (i.e., survey, comments).
- Other interventions would reduce nonresidential growth potential (e.g., building height limits and converting commercial/industrial uses to housing in the BVRC).



# REVISED POLICY: JOBS:HOUSING

- Staff suggests modifying the jobs:housing balance policy to add: “... addressing the pace of nonresidential growth” as a potential tool.
- Additionally:
  - Planning Commission suggested a metric.
  - *Question:* Should reinstating a nonresidential growth management system (as the city previously had in the 1990s) be on work plan?

## Survey says:

60% support limiting annual commercial and industrial rate.

# NEW: HOUSING POLICY

- **Permanently Affordable Housing for Additional Intensity**
- City regulations and policies to ensure that when additional density is provided through changes to zoning, a larger proportion of the additional development potential for the residential use will be permanently affordable housing for low, moderate, and middle income households.

# REVISED SUBCOMMUNITY/AREA PLANNING

- **Add description of inclusionary process**
- **Add to intent: ... Identify and prioritize community benefits from development that are a priority for the area.**
- **Divide Central Boulder into two subcommunities**
- **Add to description:**
  - Of a scale -- common understanding of the expected changes, defining desired characteristics, and identifying achievable implementation.
  - ... they may be developed for residential neighborhoods...
- **Add “neighborhoods or corridors” to criteria**



# DESIGN AND CHARACTER

## Add Design Principles and Visuals (Sec. 2)

- Attachment B.3: (1) Boulder Valley Regional Center (BVRC), (2) Neighborhood Centers, and (3) the Light Industrial/Innovation areas – packets depict existing conditions and policies for each type of place.
- Placemaking - transforming the mix of land uses and urban design.




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A wide-angle photograph of a mountain ridge under a blue sky with scattered white clouds. The foreground shows a steep, rocky slope covered in green coniferous trees. A semi-transparent green horizontal band is overlaid across the middle of the image, containing the title text in white.

# Part 3 – CU South Site Suitability

A close-up photograph of a steep, rocky mountain slope. The rock face is composed of reddish-brown, layered rock formations. Green coniferous trees are growing in the crevices and along the base of the slope. The lighting suggests a sunny day, with shadows cast across the rock face.

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*Photo: Christopher Brown, 2004*



# PART 3 – CU SOUTH QUESTIONS

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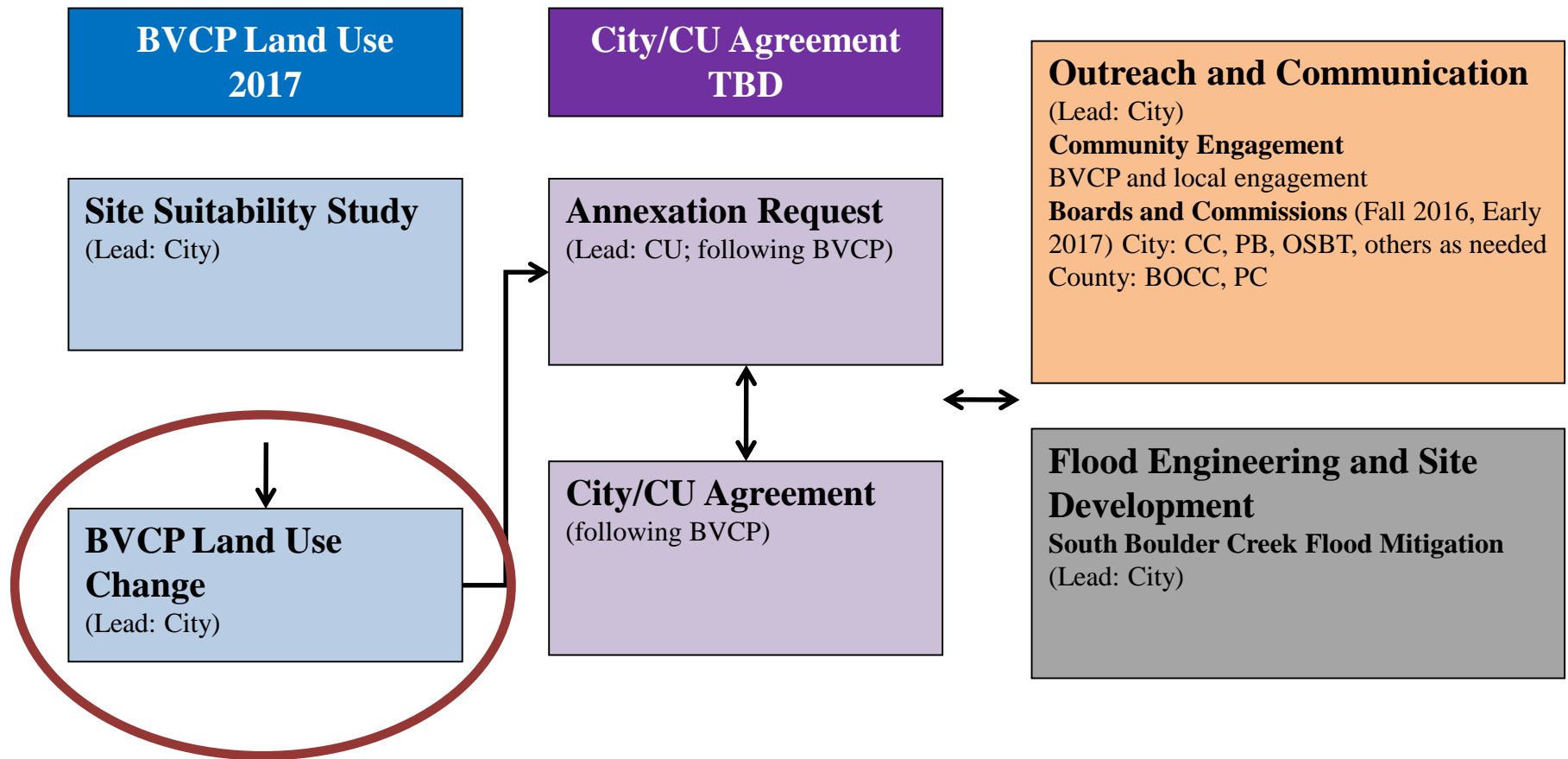
- A. Different areas of the site for conservation or development?
- B. Issues to address with CU before or during annexation?

# PURPOSE

## Create a recommendation for future land use:

1. **Engage community and stakeholders** in discussion about future uses of property
2. **Address flood safety**, with Alternative D from South Boulder Creek Major Drainageway Plan as basis
3. **Use analysis** to inform community conversation and recommendations about future land uses
4. **Recognize CU's intent** to plan for, annex, and develop some of the site
5. **Conserve sensitive areas** and other aspects of the site and maintain recreational uses

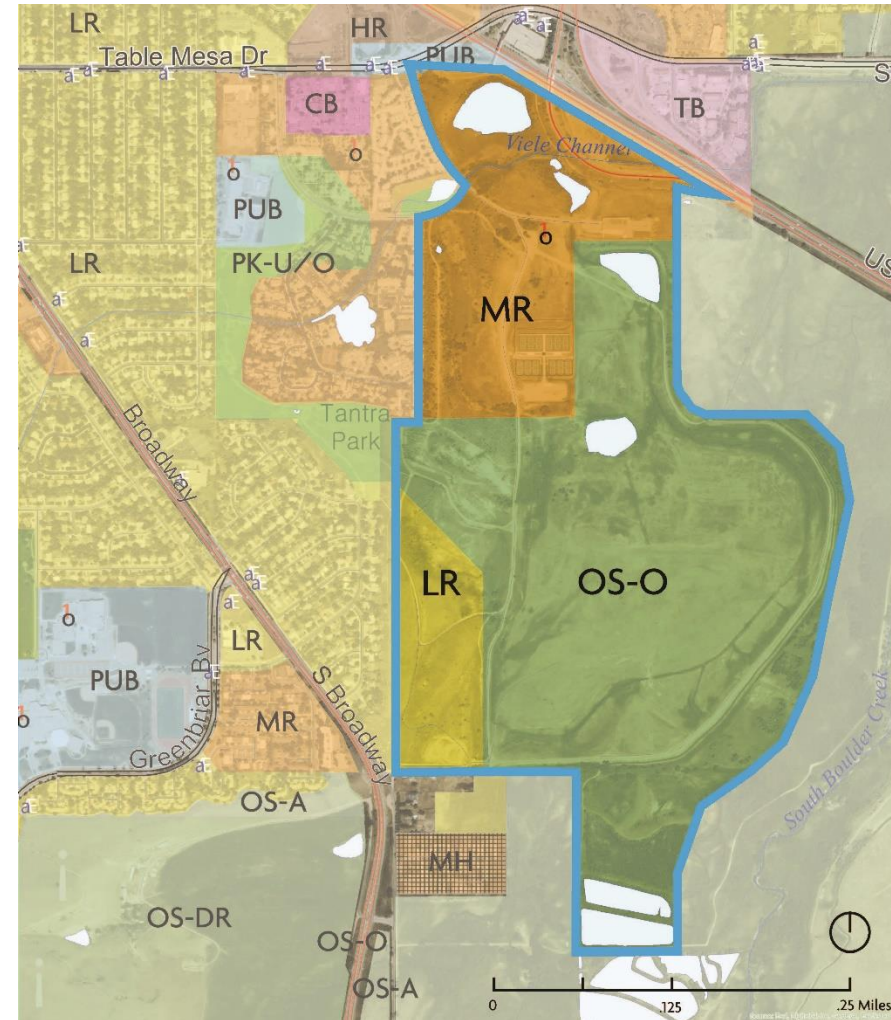
# PROCESS





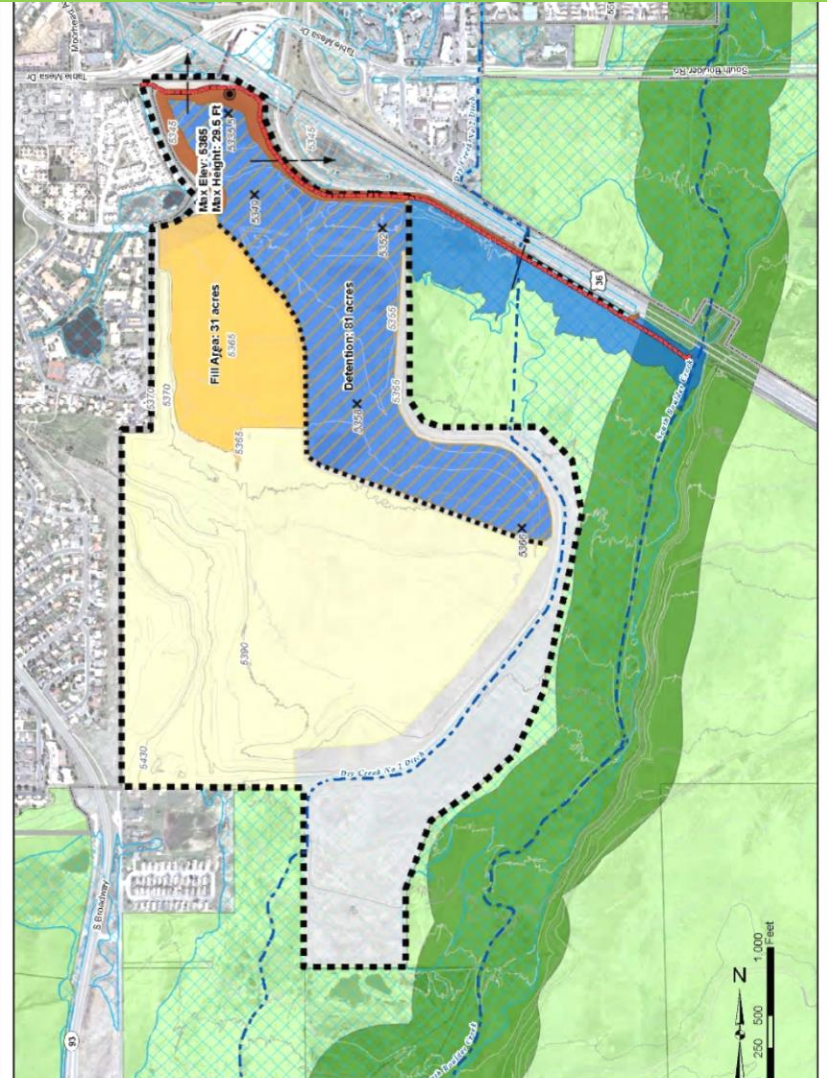
# BVCP LAND USE DESIGNATIONS

- **MDR, LDR, and OS-Other** - desired future uses(since 1977 plan)
- **OS-Other:**  
*“Other public and private land designated prior to 1981 that the city and county would like to preserve through various methods including but not limited to intergovernmental agreements, dedications or acquisitions.”*



# SOUTH BOULDER CREEK

Flood mitigation -  
**OPTION D** approved  
by City Council in  
Aug. 2015



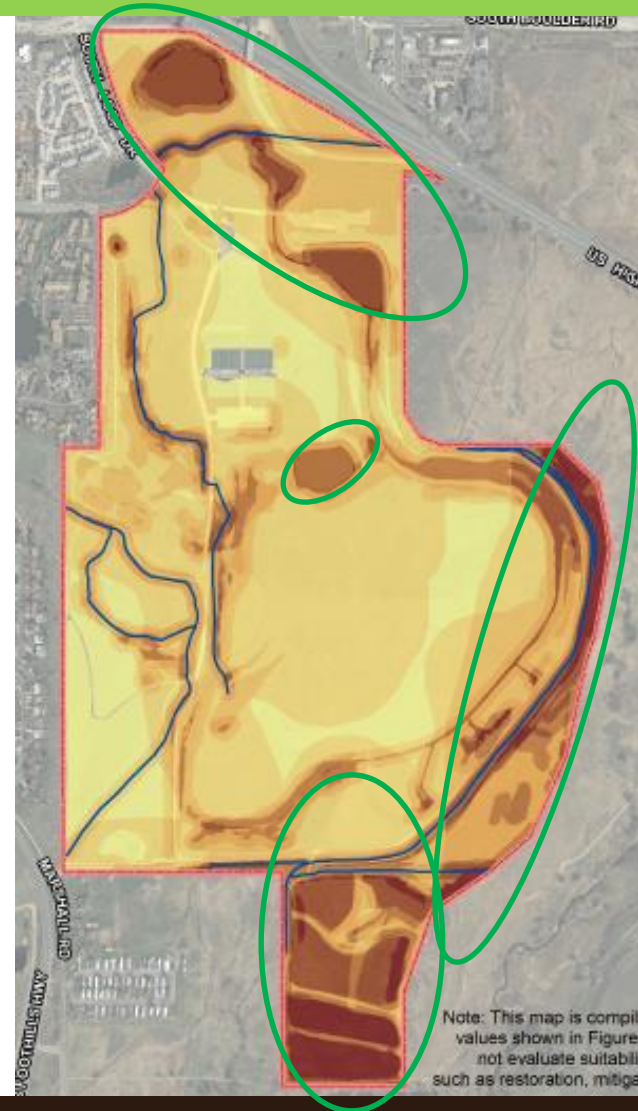
# CONSERVATION SUITABILITY

Plants

Wildlife

Water

Other





# OPEN SPACE BOARD OF TRUSTEES

Preservation for passive,  
recreational use

Preservation of natural areas

Preservation of water resources

Land for floodplain  
management



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A scenic landscape photograph of a mountain ridge. The foreground shows steep, rocky slopes with patches of green coniferous trees. In the distance, a range of mountains is visible under a blue sky with scattered white clouds. A semi-transparent green banner is overlaid across the middle of the image, containing the title text.

# Part 4 – Policy Integration and Next Steps

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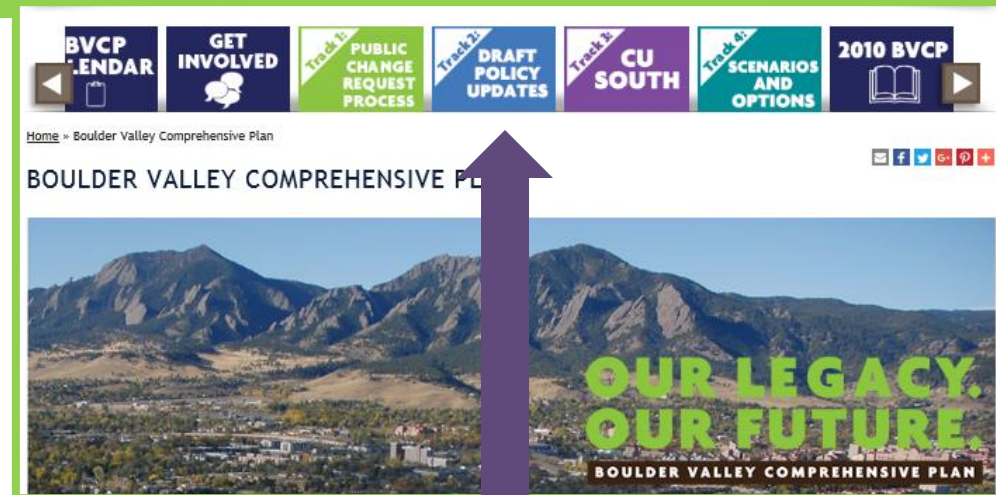
**BOULDER VALLEY COMPREHENSIVE PLAN**

*Photo: Christopher Brown, 2004*



# INITIAL DRAFTS AVAILABLE

- Core Values, Intro
- Natural Environment (Sec. 3)
- Energy and Climate (Sec. 4)
- Economy (Sec. 5)
- Transportation (Sec. 6)
- Housing (Sec. 7)
- Community Well Being (Sec. 8)
- Agriculture and Food (Sec. 9)



*Have been  
or are being reviewed  
by different boards*

# OSBT Recommendation (Dec. 2016)

*OSBT recommended to Planning Board  
and City Council  
approval of the following items  
(with amendments):*

- **Trails** map, trails-related policy changes:
- **Sec. 3** - policy changes - Natural Environment.
- **Sec. 9** - policy changes - Agriculture and Food.
- **Open Space Map Changes** - Land Use and Planning Area Map Changes

# OTHER BVCP WORK UNDERWAY

- **Outline of Draft Plan**
  - **Intro** (Updated planning history, About this major update)
  - **Growth Management (Sec. 1)**
  - **Built Environment Chapter (Sec. 2)**
  - **Housing (Sec. 7)**
  - **Good Governance/Community Engagement (Sec. 10)**
  - **Amendment Procedures**
  - **Indicators**
  - **Glossary**
- **Revised maps**



# NEXT STEPS

- City Council/BOCC IGA discussion (Feb. 6)
- **Draft Plan (late March)**
  - Open house/public event
  - Boards and Commissions
  - Study Session - Draft Plan (April 11)
- **Revised Draft Plan (early May)**
  - Public hearing for plan adoption (May 23)



Questions or comments?  
**THANK YOU!**

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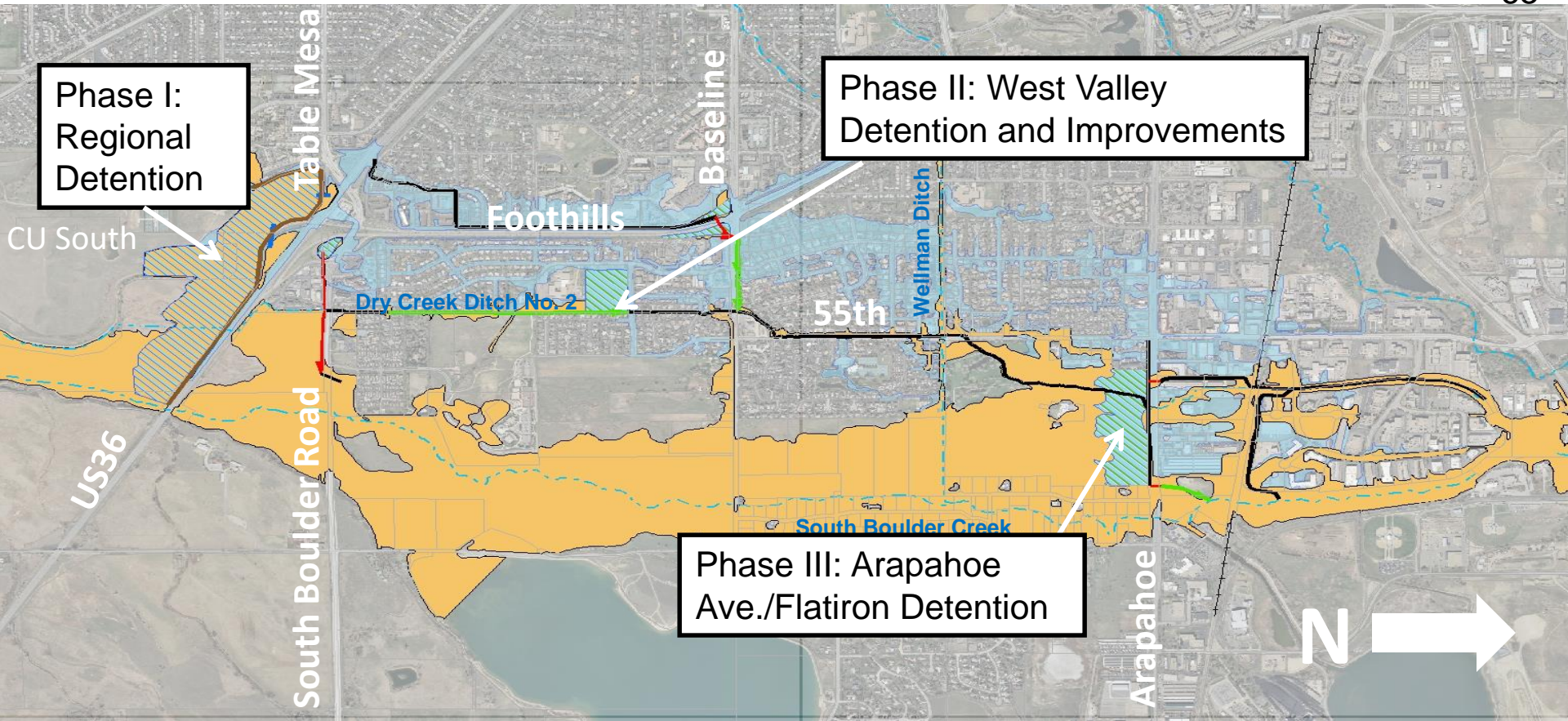
# Current Floodplain





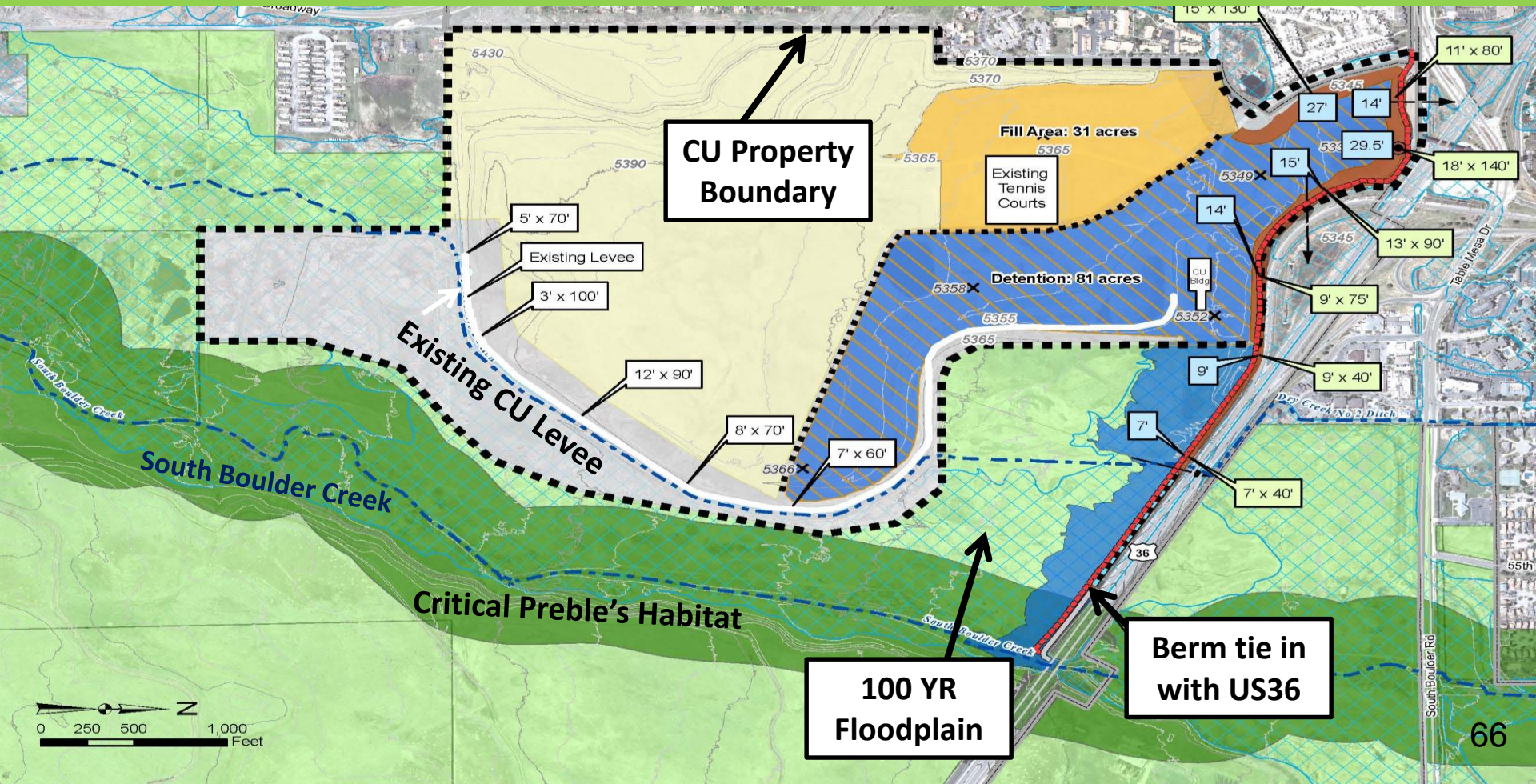
# Recommended Plan

65





# Council Approved Option





# Rendering of Existing Conditions





